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8 OCT 1951

**\*OGC Has Reviewed\***


**MEMORANDUM FOR:** Special Assistant and Senior Consultant  
to the Director of Central Intelligence

**SUBJECT:** Organizational Assignment of FDD

1. The attached memorandum in which I concur is forwarded in compliance with your request and is designed to furnish the background for a decision as to whether the Foreign Documents Division is properly assigned to the Office of Operations or should be re-assigned to the Office of Collection and Dissemination.

2. The possibility of transferring FDD to OCD may have occurred to you because of the substantial amount of translation service this division provides for the offices of CIA. With the Table of Organization filled a theoretical 34 percent of FDD's effort would be devoted to translation service as opposed to 66 percent devoted to exploitation. In this connection FDD's experience has clearly demonstrated that it is most difficult to stimulate continued interest and keep up morale of employees engaged in translation work alone. For this reason, all FDD linguists engage in both exploitation and translation work in preference to separate groups engaging in each activity. Our experience indicates that this system has many advantages.

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Assistant Director for Operations

**Enclosure:** Memo dated 2 October 51 to AD/O from Chief, FDD,  
subject, Organizational Assignment of FDD

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Assistant Director for Operations

2 October 1951

Chief, Foreign Documents Division

Organizational Assignment of FDD

1. The question has been raised whether FDD might not be assigned better organizationally to the Office of Collection and Dissemination than to the Office of Operations.

2. To answer this question requires an analysis of the broad intelligence functions, their respective community of aspects, and the relationship of FDD to each.

3. It is premised that the most efficient performance of intelligence functions is achieved by grouping allied operations under interlocking direction within the intelligence organization.

4. There are four major categories of functions (a) the collection and reporting of intelligence information; (b) the analysis and production of intelligence; (c) special covert activities; and (d) ancillary or supporting services.

5. The functions of the Office of Operations logically form a part of category (a) above, as it is concerned with the collection and reporting of information through exploitation of the three major overt sources, i.e., interrogation of people, monitoring of broadcasts, and examination of documents.

6. The functions of the Office of Collection and Dissemination logically form a part of category (d) above, as it is concerned with the coordination and transmission of requirements, the physical dissemination of reports, the maintenance of machine record facilities and registers of information for reference purposes, and the servicing of requests for the procurement or loan of reference materials.

7. There is no community of aspect in the functions and operations of these two offices. The one is concerned with the actual exploitation or processing of sources with the objective of continuous production of information required for intelligence; whereas the other is concerned with servicing on the one hand the various offices and intelligence agencies in a liaison capacity receiving and transmitting requirements and reports, and on the other hand servicing primarily the intelligence producing offices with reference materials and machine record facilities.

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8. FDD's primary and major functions are concerned with the exploitation or processing of foreign publications in order to provide continuous production of information needed by the intelligence producing offices. It therefore logically belongs to category (a) of paragraph 4 above, i.e., the collection and reporting of intelligence information. Within this category it could be, on the basis of theoretical logic, assigned to any office whose functions also fit into this category, i.e., the Office of Special Operations or the Office of Operations, as both of these offices are concerned with the collection and production of information. That these two offices have split this major function into covert collection and overt collection has as a matter of practical logic assigned FDD to the Office of Operations, since FDD is basically concerned with the processing and collection of information from overt foreign documents.

9. The validity of this assignment is further proven by the need for close coordination and cooperation between the three overt collecting activities. Much overlapping and duplication is possible especially between the Foreign Broadcast Information Division and Foreign Documents Division. To avoid needless waste of time and effort the personnel of these two divisions should work closely together. Unified direction of these two activities is a concomitant.

10. The secondary or minor function of FDD is the provision of a translation service. Technically this is purely a service function. On the basis of theoretical logic, this service function could logically come under any office with similar service functions. As a matter of practical logic, it was determined that it could be best supervised and operated by an activity already using foreign languages as a tool on a mass basis, plus allowing for double use of scarce linguistic personnel, where applicable. This has proven correct in practice permitting in some cases slightly greater exploitation of foreign publications, maintenance of the translation service and all-around efficient use of personnel. The translation service, however, has been and remains an appendage to FDD's normal functions of processing the foreign literature for intelligence purposes.

11. FDD's relationship with OCD is akin to that of other offices but probably to a much lesser extent. FDD calls on OCD for procurement of foreign language materials through its liaison with the State Department in much the same way as any other office asks OCD to procure reference materials. FDD's reports are disseminated by OCD in the same way as the reports of other offices. FDD receives its requirements from OCD as do the other collecting offices. However, FDD does not have as great a need for the services of OCD as do the intelligence producing offices. On the translation service side of the register, FDD does service OCD, but this service does not amount to one per cent of the total. Thus the relationship between OCD and FDD is relatively small and

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12. In summary we may then draw the following conclusions:

a. FDD is basically an office collecting and producing intelligence information.

b. As such, it must logically be assigned to an office with similar functions.

c. OCD is basically an ancillary or supporting service office.

d. With the split between overt and covert collection FDD is logically assigned to the Office of Operations.

e. The translation service function of FDD is an appendage for the sake of economy and efficiency.

f. The relationship between FDD and FBID is great and requires close coordination.

g. The relationship between FDD and OCD is relatively small and normal to the intelligence process.

h. Overall FDD is assigned best organizationally in the Office of Operations.

J. J. BAGNALL

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